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ORGANIZATION FOR EXCEPTIONAL CHILDREN

WITHIN STATE DEPARTMENTS OF EDUCATION

Pamphlet No. 42

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OFFICE OF EDUCATION - - - - - - - - - - - - - - - *William John Cooper*, Commissioner

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INTRODUCTION

State White House Conferences on Child Health and Protection have been held in more than 30 States. One of the fundamental problems to which consideration has been given in such conferences is the proper care and education of exceptional children, including especially those who are physically handicapped, mentally retarded, or socially maladjusted. No less important is the consideration that should be given to the needs of the exceptionally bright child, but this problem has not yet forced itself upon the public consciousness to such an extent as have the demands of the handicapped groups.

It is logical to expect that one of the outcomes of these State White House conferences will be an increased attention to the methods of State organization of special education designed to meet the needs of all groups of exceptional children. Inquiries in this direction are frequently being received by the Office of Education. It is therefore an opportune time to look about us and to analyze the types of organization that now prevail in those States which have pioneered in the field. There are at present 13 States in each of which a division or bureau has been reported as established in the State department of education which has as its responsibility the administration and supervision of special education within the State. Such bureaus are not uniform in their organization, but all of them have some features in common. An analysis of their common elements and of their differences should help to point the way toward further development of the work in these as well as in other States.

180628°—33——1

In studying the organization of such programs, one needs first to set up certain basic tenets as to what constitutes special education or the education of exceptional children. What are the elements common to the needs of all groups served? Wherein do the groups differ in their needs? Second, on the basis of existing or of desirable organizations, one needs to formulate a statement of the functions of a State bureau or division of special education as it affects the welfare of exceptional children, and to note its relationship to other State agencies which are charged with some responsibilities in the same general field. Third, a description of typical plans of existing State organizations and of specific plans within individual States should prove suggestive to other States in which similar organization is being contemplated. And finally out of this investigation may come certain conclusions as to what are the important elements in any State program of this kind. These four topics will each in turn be given consideration in this report.

The information regarding the various State organizations was secured, by means of a questionnaire, directly from the person or persons in charge of the program in the State department of education. The charts depicting the organization within each State were drawn up on the basis of this information and were then submitted for verification to the persons in charge. The cooperation of these individuals is gratefully acknowledged. Such cooperative studies as this make it possible for all to share and to profit by the experience of others, looking toward the best possible development of our programs for the education of exceptional children.

I : WHAT CONSTITUTES SPECIAL EDUCATION OR THE EDUCATION OF EXCEPTIONAL CHILDREN?

The meaning of "special education".—The term "special education" has been given a variety of interpretations. To some it has been synonymous with so-called "special subjects" of the school curriculum and refers to those activities of the school program which are outside the groove of academic subjects, including, for example, music, art, manual training, and physical education. To others it means all educational activities outside of the regular day-school classes, such as adult education, extension classes, vocational rehabilitation, and education of handicapped groups. A third interpretation is in keeping with the terminology of the White House Conference, according to which the term refers to the special educational facilities provided for handicapped and gifted children in day schools and residential institutions.[1] A similar connotation has been accepted by certain universities and teachers colleges[2] in which separately organized bureaus or departments of special education have been established to prepare teachers for this type of work.

This last interpretation is used also in most of the State departments of education in which the work for exceptional children has been organized under a bureau or division of "special education." And it is this interpretation which is being used in the present study. We might say therefore that for purposes of this investigation "special education" is synonymous with "education of exceptional children." Moreover, the term "exceptional children" has been defined as including eight major types, i.e., the crippled, the deaf and the hard-of-hearing, the blind and the partially seeing, the speech defective, children of lowered vitality, the men-

[1] See White House Conference on Child Health and Protection, Special Education: The Handicapped and the Gifted. New York, The Century Co., 1931. 604 p.

[2] Among these are the State Normal College, Ypsilanti, Mich.; Ohio State University, Columbus, Ohio; State Teachers College, Milwaukee, Wis.

tally retarded, the gifted, and children presenting serious behavior problems.[3] No one of these groups can rightfully be given precedence over any other in the conception of what special education means. Each one of them is a vital unit in the visualization of a complete program. There are common elements in the needs which they all present; but there are also distinct or specific demands which each group makes for its own greatest good and for the welfare of society.

Common needs of all groups of exceptional children.—Figure 1, on page 5, gives a graphic picture of the needs common to all groups of exceptional children. These comprise 11 elements. The approximate life age is indicated at which each one is first recognized as affecting the development of the child. Thus discovery, diagnosis, and understanding of the child's condition are certainly important factors from the very day of his birth. This is true, whether the exceptional condition be one of physical disability, of intellectual status, or of emotional or social maladjustment. So also curative and remedial treatment should date back to the earliest possible time and encompasses alike physical, intellectual, and emotional disturbances. Social adjustment and enriched environment are vital assets to the development of the child from the time when he can join in group activities and become a part of the environmental situation. From the standpoint of the school, at least, this time may be placed at about nursery-school or kindergarten age. Here, too, begins the educational guidance which becomes the basis for a differentiated education suited to each child's particular problems and continuing throughout his school career. Vocational guidance enters the picture at about junior high school age, and with it comes the prevocational training that makes it possible for the child to explore his capacities with respect to the world's work. A little later he begins to think more seriously of the

[3] Epileptics and children presenting a double handicap (such as the blind-deaf, blind-feeble-minded, etc.) may be considered as special classifications or may be included in one or another of the major groups listed. The latter procedure is followed in the report of the White House Conference. It will be noted also that orphans and indigent children or children of migratory groups are not considered as belonging in the category of exceptional children. The term does not apply to environmental situations but to conditions inherent within the child himself.

type of work he can and wants to do, and vocational training begins. Finally comes his placement in employment and the follow-up of his employment activities.

This picture is not so very different from what one would visualize for all children. Yet it is colored in every detail

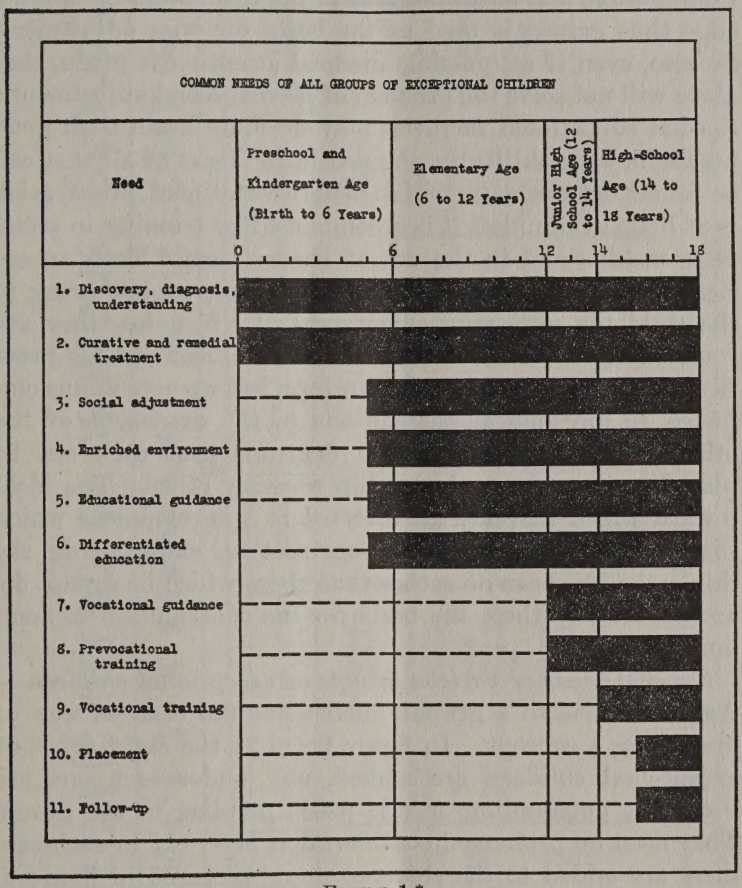

FIGURE 1.*

by the consciousness of a physical handicap, a mental retardation, a gifted intellect, or a disturbed personality which brings upon the scene a need for definite change, for adjustment, for adaptation of accepted educational procedures to the special situation presented by the child's condition. Moreover, no one of the items listed on the chart can be

* The schemes of figs. 1 and 2 were planned by Miss Beatrice McLeod.

omitted without danger to the program, nor should any one of them be given preference over the others. What, for example, can understanding do, important as it is, unless it is accompanied by action? The most comprehensive psychological diagnosis of a child, the most exhaustive medical examination will mean nothing in his life unless the knowledge thus gained is used as the basis for wise adjustment. So also, even if all possible medical attention is given, that alone will not solve the problem of needed social adjustments. Special educational facilities may do more harm than good unless they are skillfully planned in the light of all that can be found out about the child. Mere vocational preparation is of little avail unless it is accompanied by training in social relationships and in the use of leisure time. Even an enriched environment and social adjustment cannot bring to the child the satisfying experiences of life unless they are founded upon the solid rock of the fulfillment of his practical needs. Let us beware, therefore, lest we give undue emphasis to any one of these needs to the detriment of the others. The complete picture demands that each one be placed in its proper relationship to every other. The ideal toward which they are all directed is a development which shall be well balanced and constructive, emphasizing the things the child can do rather than those which he cannot do, and making of these the basis for his contribution to community life.

Specific needs of various groups of exceptional children.—Again we look to a graphic method as the clearest way of presenting a concept. In figure 2 (p. 7) the eight types of exceptional children are named, and under each one are listed the outstanding special needs peculiar to the group. They need no prolonged consideration here. If in each case these are added to the common needs pictured in figure 1, then we have an approximate portrayal of what constitutes special education. To carry out such a program becomes the logical objective of any State bureau or division of special education. Present achievements may fall far short of the mark; nevertheless the goal must always be kept in mind, namely, for every exceptional child within the borders of the State a provision of those facilities which his special condition demands.

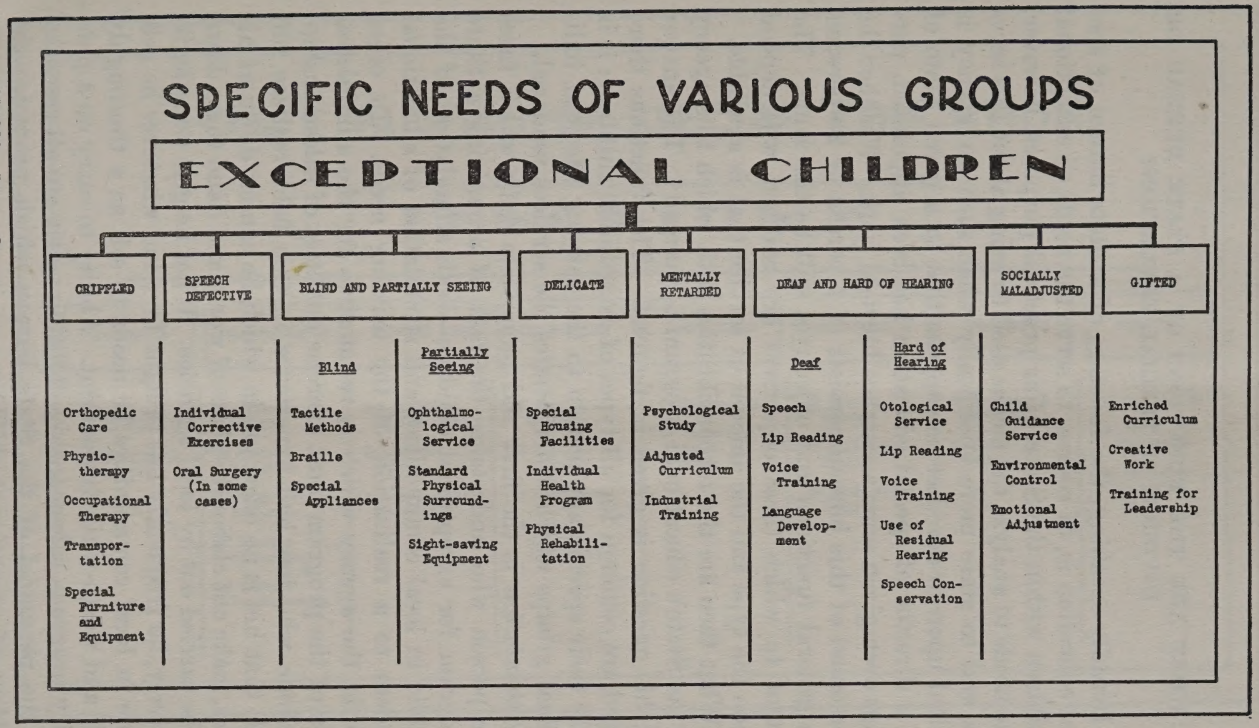

FIGURE 2.

180628°—33——2

II: WHAT ARE THE FUNCTIONS OF A STATE BUREAU OR DIVISION OF SPECIAL EDUCATION?

Broadly speaking, the function of a State bureau of special education is, of course, to serve the needs of exceptional children within the State. For practical purposes, however, one needs to analyze the means used to bring about this service and to state more specifically what such an agency is called upon to do. Let us suppose that in a given State of X a director of special education has been appointed, perhaps even given some assistance for field work. Whether the personnel of this bureau consists of 1 person or 20 persons, its general functions and objectives will be the same. The extent to which these objectives are realized will depend upon the type and the amount of service that is available.

What then are the responsibilities with which this agency of the State's educational program is charged? The answer to this question is given in figure 3. The functions there listed are common for all types of exceptional children; it is only their specific application to the varying needs of individual groups which differentiates the services rendered.

Stimulation is the first and immediate duty which faces the person who undertakes the task of organizing a State program for exceptional children—both stimulation of the public in local communities and stimulation of educational leaders to a realization of the existing needs. In other words, the agency which is responsible for the administration of the program must exercise qualities of salesmanship. Anyone who has had experience in this field realizes full well that his is no office job in which he can sit down at his desk, make out elaborate plans of work, and hand them down to be carried out by local agencies. What he gets done legislatively, he frequently has to fight for; and whatever he gets done in local communities he needs to sell as a thoroughly safe and worth-while investment. Ability to carry on a publicity program, salesmanship, fighting spirit are all essential in the personnel of the State bureau which promotes the welfare of exceptional children.

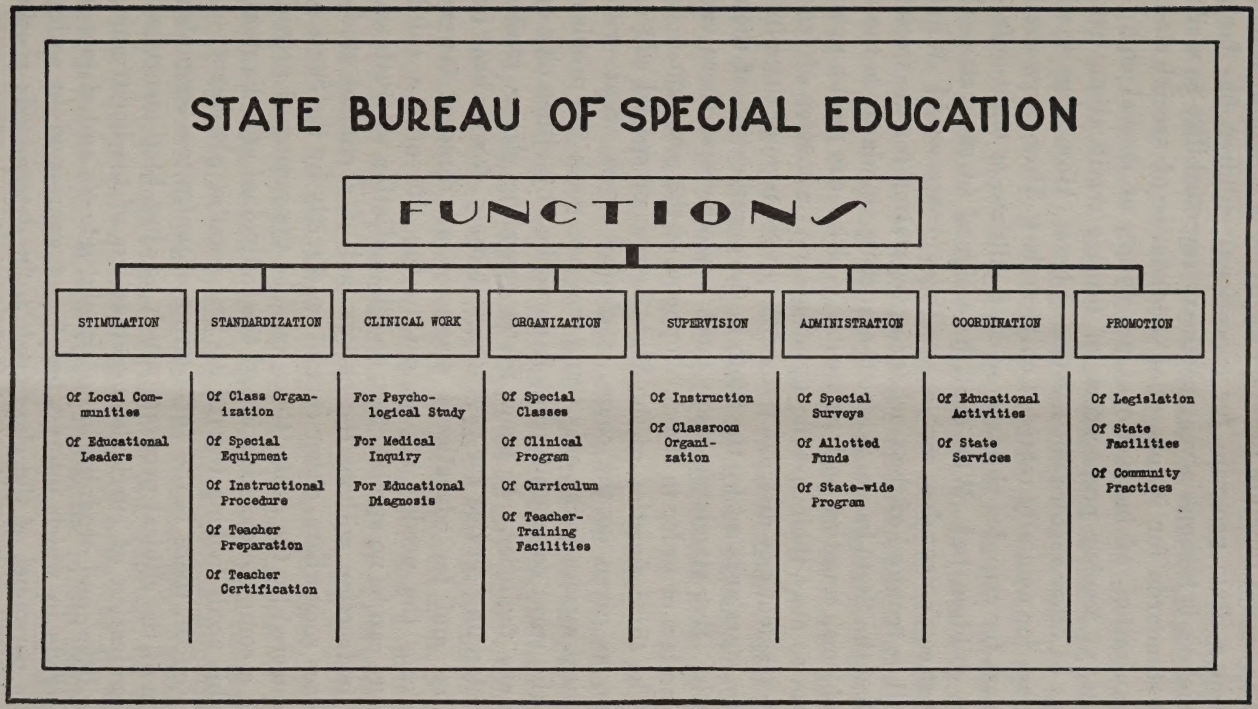
STATE BUREAU OF SPECIAL EDUCATION
FUNCTIONS
STIMULATION
Of Local Communities
Of Educational Leaders
STANDARDIZATION
Of Class Organization
Of Special Equipment
Of Instructional Procedure
Of Teacher Preparation
Of Teacher Certification
CLINICAL WORK
For Psychological Study
For Medical Inquiry
For Educational Diagnosis
ORGANIZATION
Of Special Classes
Of Clinical Program
Of Curriculum
Of Teacher-Training Facilities
SUPERVISION
Of Instruction
Of Classroom Organization
ADMINISTRATION
Of Special Surveys
Of Allotted Funds
Of State-wide Program
COORDINATION
Of Educational Activities
Of State Services
PROMOTION
Of Legislation
Of State Facilities
Of Community Practices

FIGURE 3.

The second function listed on the chart is *standardization.* When a State program for exceptional children has been launched, it becomes a very necessary responsibility to work out standards for its operation—standards of special class organization, of instructional procedure, of special equipment, of teacher preparation, of teacher certification, perhaps of other factors not mentioned here. How large shall a class for mentally retarded children be? How large shall a class for crippled children or deaf children or sight-defective children be? Who shall be assigned to such classes? What equipment does each one of these groups need? What shall be required of the teacher in preparation for the work? When the State has worked out minimum standards in these problems, counties and particularly cities can build upon them to meet their specific situations. As a matter of fact, independent city districts frequently go far beyond the minimum standards set by the State in the organization of their work. But standards there must be; otherwise there can be no law or order in the development of the program.

The third function of the State bureau of special education, as given on the chart, is *clinical work.* State-wide clinical service is the only thing that can reach the problem in the rural community that is untouched by either city or county facilities. In some States traveling clinics render outstanding service for psychological study, for medical inquiry, and for educational diagnosis, all directed toward making the needed adjustment in the life of the child. There can be no special class, no differentiation of treatment or instruction without the background of a clinical study. Hence somewhere, either carried on directly by the State or sponsored by the State, there must be the means of providing a complete examination of the individual and diagnosis of his needs looking toward his best possible placement.

Fourth, there is the function of *organization*—organization of the clinical program which has just been mentioned, organization of curricula, organization of teacher-training facilities, and organization of special schools and classes in districts in which interest has found expression in action. The personnel of the class needs to be determined; special equipment needs to be installed; a teacher needs to be se-

lected; and the general procedure of work needs to be outlined. The help of the State in these respects is needed, particularly in rural and other areas in which there are no specialists available to serve as advisors.

Fifth, we have the function of *supervision* of that work which has been organized, including instruction and classroom procedure. Some teachers will be better trained than others. Untrained teachers need to be directed into opportunities for more adequate preparation. In the meantime they need all the assistance that can be given them in carrying on their work. Suggestions as to methods, instructional devices and units of work, teaching materials and equipment are welcomed by all teachers. Constant vigilance needs to be exercised that the work actually carried on conforms to the standards set up by the State.

Sixth, there is the problem of *administration*—administration of special surveys, of special funds allocated to the education of exceptional children, and administration of the whole State-wide program.

The seventh function is *coordination.* A division of the State department of education charged with responsibilities for the educational care of exceptional children may be instrumental in helping to bring about a cooperative relationship among all agencies interested in any phase of their welfare. There are other divisions of the department of education, other departments of the State government, State and community agencies of both a public and a private nature which are concerned with one or another of the groups of exceptional children. Societies for crippled children, associations for the blind, mental hygiene societies, State departments of health, constitute only a partial list of the many agencies which either can supplement one another's service in a spirit of mutual cooperation, or can duplicate and conflict with one another with exceedingly harmful results. An annual census of handicapped children, for example, is a most important function of some one of the State departments. Whatever group has the initial responsibility for it, the division of special education of the State department of education is certainly most deeply concerned in its findings and should cooperate actively in formulating

the procedure followed. The results of such a census constitute basic material with which the division of special education is constantly at work. Hence it should know the how and the why of selection of cases. So, also, services of social welfare, institutional placement, clinical treatment, as these involve exceptional children, are of direct concern to those responsible for special education, just as special educational facilities should be of interest to those primarily concerned with other phases of the child's development. Coordination of services is the only means to bring about a complete and a well-balanced program.

Finally, in the eighth and last function, the director of special education in the State of X faces a responsibility which is only the continuation of his first function but which is here called by a different name. Stimulation to action is important in beginning a new venture. *Promotion* of further action is important at every step of the way if progress is to be achieved. Promotion of State legislation that will increase the facilities of special education and of special funds to administer it; promotion of improvements in community practices, based upon the evidence of progress and of value received for the expenditure made; promotion of opportunities for teacher preparation—all of these are vital functions of the agency responsible for supervising the work throughout the State.

Such is the program that would logically characterize the activities of a State bureau of special education. Although certain phases of the responsibility may sometimes be shared with other departments of the State government, somewhere in the State organization there must be a place for each one of the functions listed if the State is to carry on a real program for the education of exceptional children. Adequate State support and supervision will encourage, stimulate, and promote adequate county supervision and increased rural facilities. It will also be reflected in the increased strength with which the city programs function, and thus the whole State will be drawn together in a coordinated plan through which all are served.

III: WHAT ARE THE EXISTING PLANS OF ORGANIZATION OF STATE BUREAUS OF SPECIAL EDUCATION?

It has been said that there are 13 States in each of which exists within the State department of education a bureau or division charged with at least some responsibility in the organization and supervision of special facilities for exceptional children. These are Massachusetts, Connecticut, New York, Pennsylvania, Maryland, and Delaware, on the Atlantic coast; Alabama in the South; Michigan, Ohio, Minnesota, and Wisconsin in the central region; Wyoming and California in the West. The organizations in these States vary from an extremely meager type of program to very comprehensive plans of work. In Alabama, for example, the director of exceptional education finds it necessary to give most of her time to the organization and supervision of classes for illiterate adults, with little opportunity and no assistance for promoting special education for exceptional children. In Michigan and Ohio the State program is officially limited to building up the interests of physically handicapped children. In Delaware, Maryland, and Minnesota one person is charged with developing the whole program for all types of children served. In Maryland, Minnesota, and Michigan, the same person carries responsibilities for special education and for vocational rehabilitation service; hence his opportunities for extending the program are necessarily curtailed by lack of time and help. In Wyoming some assistance has been provided for the State director; in the remaining States (California, Connecticut, Massachusetts, New York, Pennsylvania, and Wisconsin) there is a differentiation of responsibilities among several individuals or agencies, with a resulting program that can accordingly be more comprehensive in its scope and influence.

Typical plans of organization.—Figure 4 presents three typical plans of organization showing an evolution from the simple scheme of having one supervisor (with or without assistants) for all groups of exceptional children to the

coordination of all groups under one director, but with supervisors immediately in charge of each individual type. The third plan involves the possibility of an additional feature which is significant from the standpoint of coordinated service. The official in charge of the education of the blind may be responsible for both the day classes and the State residential school. A similar situation may exist for the deaf. Such a plan offers great opportunity for developing a sympathetic relationship between the two types of schools and common objectives in their programs, provided competent direction is available.

This chart shows typical plans of only that segment of the State organization known as the bureau of special education or by some similar title. If the picture of the State plan is to be complete, we must draw into it other agencies which have functions equally vital but not so immediately related to the education of all exceptional children from the beginning of their school experiences. For example, a division of vocational rehabilitation is in most States a part of the State department of education. It serves only physically handicapped individuals and then only from the standpoint of vocational preparation. In our program for exceptional children its functions do not specifically enter the picture until the physically handicapped child is of legally employable age. Its cooperation, however, may be of great value in studying early the possibilities of the child for future remunerative employment.

Outside the State department of education there are other agencies which may well be considered a part of a complete State program for exceptional children, and whose services should in some way be coordinated with those of the bureau of special education. Board of control, department of health, division of mental hygiene, division of mental deficiency are some of the titles given to State agencies which operate for the welfare of exceptional children. Their functions are primarily extraeducational. The chief exception is the work of the board of control, board of public institutions, or similar agency in those States in which State schools for the blind, the deaf, the mentally deficient, or delinquents are administered by such bodies. Some States have gone

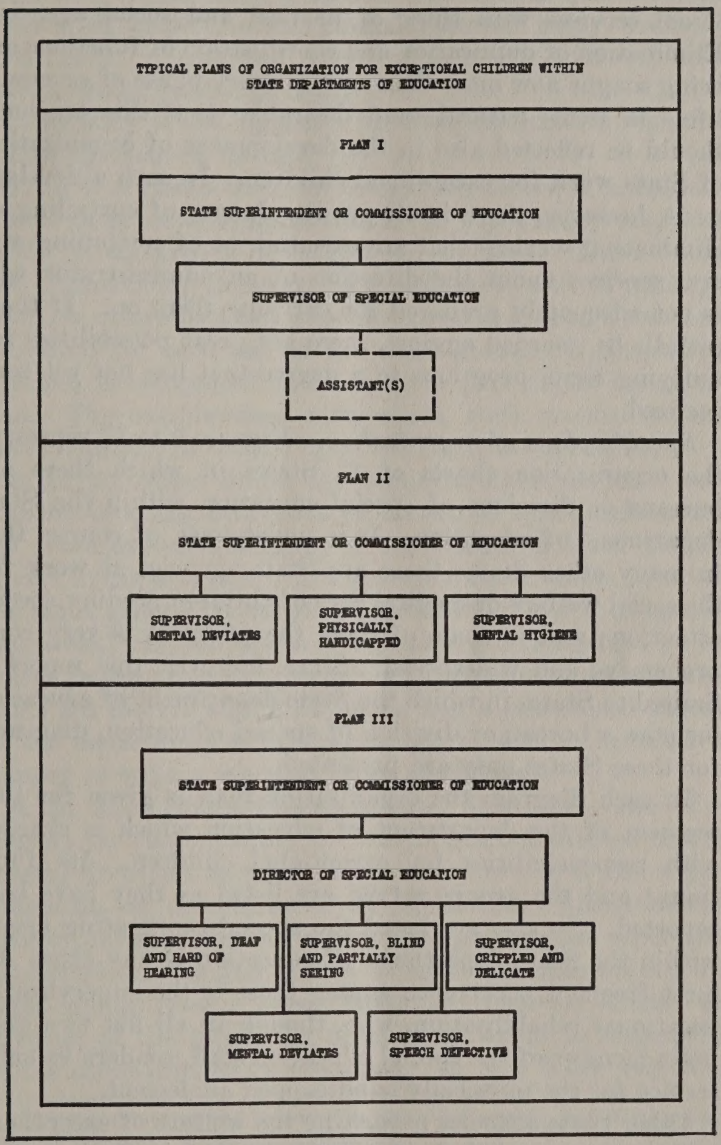
TYPICAL PLANS OF ORGANIZATION FOR EXCEPTIONAL CHILDREN WITHIN STATE DEPARTMENTS OF EDUCATION
PLAN I
STATE SUPERINTENDENT OR COMMISSIONER OF EDUCATION
SUPERVISOR OF SPECIAL EDUCATION
ASSISTANT(S)
PLAN II
STATE SUPERINTENDENT OR COMMISSIONER OF EDUCATION
SUPERVISOR, MENTAL DEVIATES
SUPERVISOR, PHYSICALLY HANDICAPPED
SUPERVISOR, MENTAL HYGIENE
PLAN III
STATE SUPERINTENDENT OR COMMISSIONER OF EDUCATION
DIRECTOR OF SPECIAL EDUCATION
SUPERVISOR, DEAF AND HARD OF HEARING
SUPERVISOR, BLIND AND PARTIALLY SEEING
SUPERVISOR, CRIPPLED AND DELICATE
SUPERVISOR, MENTAL DEVIATES
SUPERVISOR, SPEECH DEFECTIVE

FIGURE 4.

180628°—33——3

further than others in unifying their programs for the education of exceptional children and in coordinating educational services with those of medical and social agencies. Elimination of duplication and coordination of functions are being sought now more than ever in every phase of economic life. It seems natural—and desirable—that this tendency should be reflected also in the development of organization of State work for exceptional children. In such a development, however, there is always the danger of curtailing or eliminating services that are essential, or of combining several services under the direction of an administrator who is not adequately prepared for carrying them on. If these pitfalls be guarded against, there are great possibilities for unifying State programs to a degree that has not yet been realized.

Specific plans of organization.—Figures 5 to 17 represent the organization charts of 13 States in which there are bureaus or divisions of special education within the State department of education. It is understood, of course, that in many other States there are State agencies at work for the social welfare or medical care of children needing special attention; and in some of them the program is very comprehensive and widespread. Since, however, this report is limited to States in which the State department of education includes a bureau or division of special education, diagrams for these States only are presented.

In each diagram the organization plan is given for that segment of the department of education which is charged with responsibilities for exceptional children. Its functions [4] and the groups served are listed as they have been reported. So also are listed the special cooperating agents within the State department of education if any exist. Of most frequent occurrence among these is the supervisor of vocational rehabilitation, who, though in all but two cases not a member of the special education staff, renders valuable service for the physically handicapped adolescent.

Other State agencies promoting the welfare of exceptional children are included in the diagrams so far as their

[4] Any functions carried by the person in charge of special education which are outside that field are also listed in the diagrams but are printed in italics.

activities were reported. No attempt is made to show in detail the organization plans of such agencies, their functions with respect to exceptional children being the only ones listed. A complete record of their activities would be outside the scope of this study.

A scrutiny of the diagrams for these 13 States reveals the following facts of interest:

1. In four States there are centralized divisions or bureaus which carry some administrative or supervisory responsibility for all groups of exceptional children. These States are Connecticut, Delaware, Pennsylvania, and Wyoming.[5] Here the entire program is evidently conceived as a unit and provision for each one of the eight groups of exceptional children is recognized as an integral part of the organization. The completeness with which such provisions are made depends, of course, upon the facilities available.

2. In six other States the organization is likewise centralized in a single division or bureau of special education, but there are certain types of exceptional children not included in the program. In California, for example, seven of the eight groups are cared for under the division of special education.[6] In Minnesota five groups are recognized as involved in the program. Maryland, Michigan, Ohio, and Alabama are the remaining States having a centralized bureau in the department of education, but in which the work is limited to certain specified types of children.

3. In three States (Massachusetts, New York, and Wisconsin) the responsibility for the program is divided among several divisions, each of which is responsible to the superintendent or commissioner of education. Massachusetts makes provision for the entire eight groups, the supervisor of special schools and classes being responsible for all but sight-saving cases. These latter are included under the division of the blind, the director of which is responsible to the commissioner of education. In New York and Wis-

[5] The director of special education in Wyoming reports only slight contact with the gifted and the socially maladjusted.

[6] The position of the chief of the division of special education in California is at present vacant, and the chiefs of the respective bureaus are functioning independently. However, the framework of the organization still exists as a centralized unit.

consin the program in the department of education is divided among three different agencies, each one assuming responsibility for specified types of exceptional children. New York provides for all but the gifted, and Wisconsin includes in its program all but the gifted, the tuberculous, and the socially maladjusted.

4. In frequency of mention as to inclusion in the program of special education, the crippled, the partially seeing, and the hard of hearing rank first, each one of these being reported by 12 of the 13 States under consideration. The mentally deficient, the blind, the deaf, and the speech defective rank next, each of these groups being considered a part of the program in 11 States. Others follow in the order given: Cardiac cases, in 10 States; socially maladjusted, in 9 States; tuberculous cases, in 7 States; gifted children, in 7 States.

5. In California the State residential schools for the deaf and the blind are administered as an integral part of the division of special education. In Ohio their superintendents are immediately responsible to the State director of education. In Massachusetts, New York, and Pennsylvania the schools are administered by their own boards, but the education of deaf and blind children is considered a part of the special education program, their placement and their progress in residential institutions being supervised by the State educational agency. Wyoming has no residential schools of its own, but deaf and blind children are under the supervision of the director of special education, being usually placed in institutions of neighboring States.

6. In all but 3 of the 13 States (Ohio, Pennsylvania, and Wisconsin) one or more of the persons responsible for the program of special education carry responsibilities outside of this special service. In most cases these responsibilities are in a related field, such as mental hygiene for all children, the education of migratory children or other special groups, and vocational rehabilitation of the physically handicapped. In Massachusetts, however, the supervisor of special schools and classes carries on work in general research and statistics in the State office; and in New York the chief of the Special Schools Bureau makes recommendation for approval

or disapproval of school correspondence courses, while the research assistant serving the mentally deficient in day schools also carries on functions of educational research in the State office.

7. In four States (Maryland, Michigan, Minnesota, and Wyoming) the director of special education gives part time to services of vocational rehabilitation. In two of these (Maryland and Michigan) he is the director of vocational rehabilitation. In Minnesota he is the assistant director, and in Wyoming a rehabilitation agent. In other States[7] the supervisor of vocational rehabilitation is considered a cooperating agent in the program of special education.

8. Among the agencies outside the department of education which are concerned with exceptional children, one finds most frequent mention given to the boards or departments under which are administered State schools for the delinquent, mentally deficient, and epileptic. In Massachusetts the department of mental diseases not only has jurisdiction over the State institution for mentally deficient and epileptic but, through its division of mental deficiency, it provides traveling clinical service for school children, and through its division of mental hygiene it promotes and administers community child guidance clinics. New York has a somewhat similar organization through its department of mental hygiene; Pennsylvania through its bureau of mental health (which is a part of the department of public welfare); and Maryland through its board of mental hygiene.

9. Other States in the group in which the clinical services of mental hygiene are being recognized as a State function are California and Ohio, with their bureaus of juvenile research; Connecticut with its division of mental hygiene; and Delaware with its mental hygiene clinic. This is a most gratifying development in State organization.[8] Close coordination of the work of these and other extraneous agencies interested in exceptional children with the program of special education within the State department of education will result in an effective service that neither one alone could attain.

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[7] Except in Delaware in which there is no rehabilitation agency.

[8] Several other States in which there is as yet no State educational division charged with the education of exceptional children show this same tendency in establishing State agencies for mental hygiene.

ALABAMA

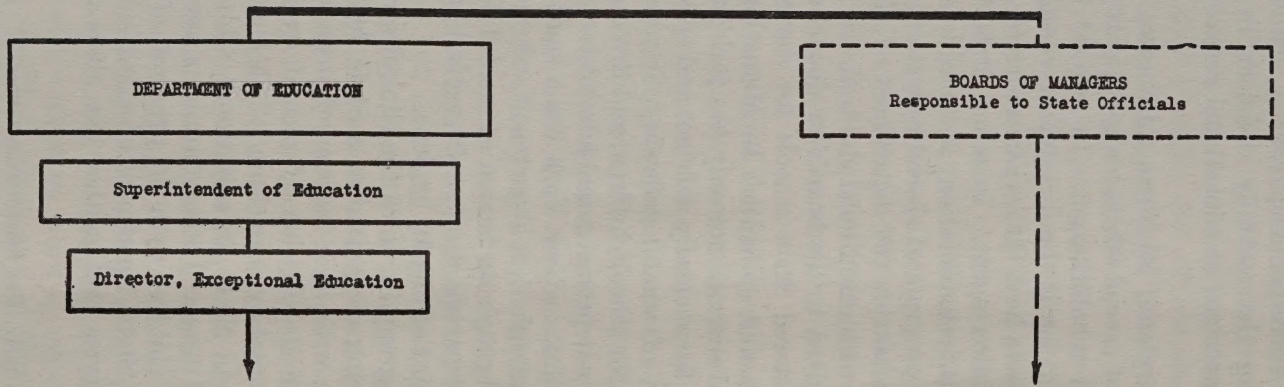

DEPARTMENT OF EDUCATION
Superintendent of Education
Director, Exceptional Education
BOARDS OF MANAGERS
Responsible to State Officials
Functions:
1. Encouragement of school facilities favorable to exceptional children.
2. Visitation of all special schools for exceptional children.
(3. Organization of classes for illiterates 16 years of age and over.)
Groups served:
Mentally deficient; mentally gifted; socially maladjusted.
Cooperating agent:
Supervisor, Civilian Rehabilitation.
1. Administration of State residential schools for deaf, blind, delinquent, mentally deficient, and epileptic.

FIGURE 5.

CALIFORNIA

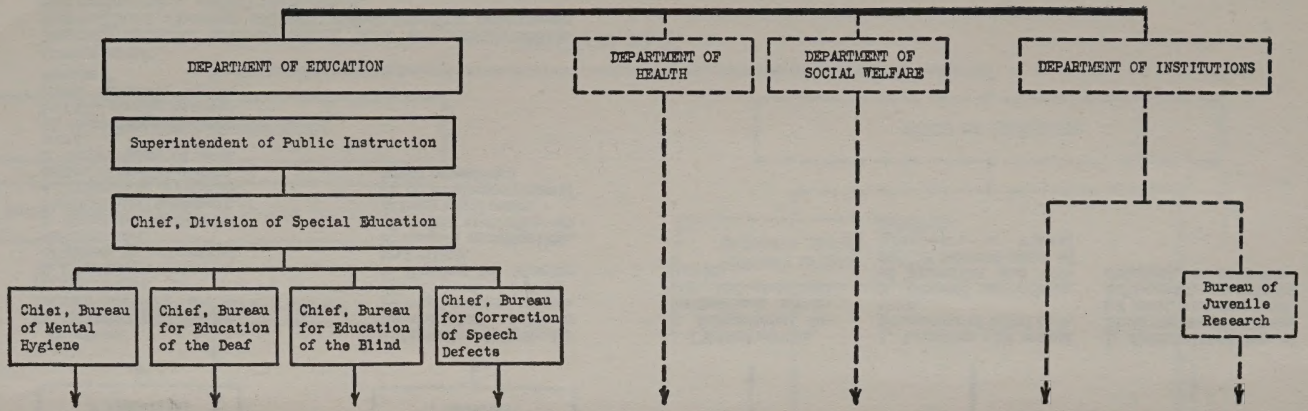
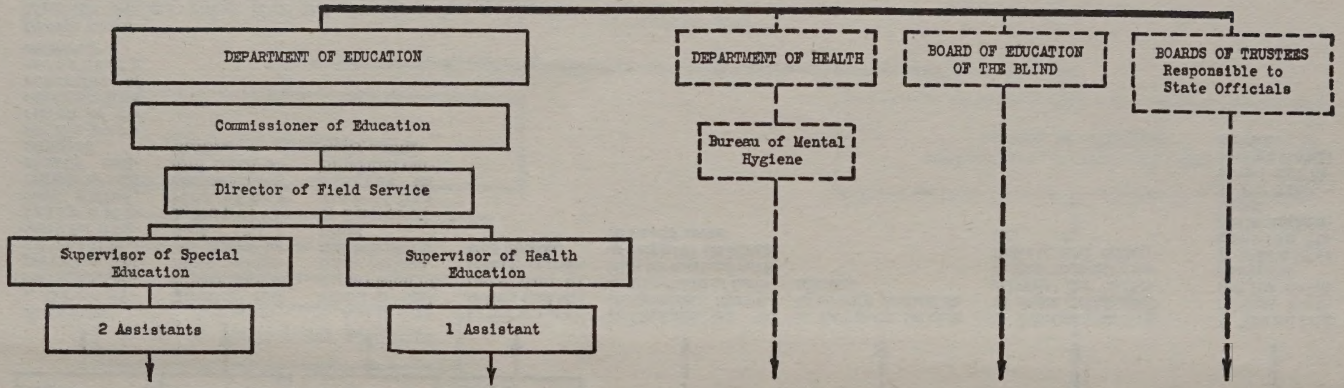

DEPARTMENT OF EDUCATION
DEPARTMENT OF HEALTH
DEPARTMENT OF SOCIAL WELFARE
DEPARTMENT OF INSTITUTIONS
Superintendent of Public Instruction
Chief, Division of Special Education
Chief, Bureau of Mental Hygiene
Chief, Bureau for Education of the Deaf
Chief, Bureau for Education of the Blind
Chief, Bureau for Correction of Speech Defects
Bureau of Juvenile Research
Functions:
1. Organization and supervision of educational work for mentally deficient, gifted, crippled, and socially maladjusted.
(2. Supervision of attendance and education of migratory children.)
1. Administration and supervision of State residential school for deaf.
2. Supervision of day classes for deaf and hard-of-hearing.
1. Administration and supervision of State residential school for blind.
2. Supervision of day classes for blind and partially seeing.
1. Organization and supervision of speech-correction classes.
1. Organization of tuberculosis clinics.
2. Provision of facilities for medical care of crippled children in needy cases.
1. Advisory service to county probation officers.
1. Administration of State residential schools for delinquent, mentally deficient, and epileptic.
1. Traveling clinical service for child guidance.
2. Clinical service to State institutions.
3. Promotional and investigational service.
Groups served:
Mentally deficient; gifted; blind and partially seeing; socially maladjusted; deaf and hard-of-hearing; crippled; speech defective.
Cooperating agent:
Chief, Bureau of Vocational Rehabilitation.

FIGURE 6.

CONNECTICUT



Functions:
1. Mental testing for school advisory service and for court.
2. Checking registration of classes for subnormal for State aid.
3. Recommendation for institutional placement.
4. Promotion of organization of special classes.
5. Supervision of class work.
(6. *Supervision of schools in child-caring institutions receiving public moneys.*)

1. Location of physically handicapped children through medical inspection and school nurses.
2. Testing for hearing and vision.
3. Special examination, diagnosis, and follow-up of individual cases.
(4. *General supervision of health education.*)

1. Clinical service.
2. Educational, informational, advisory, and statistical service.

1. Location and school placement of blind children.
2. General supervision of education and welfare of referred cases of blindness or visual handicap.

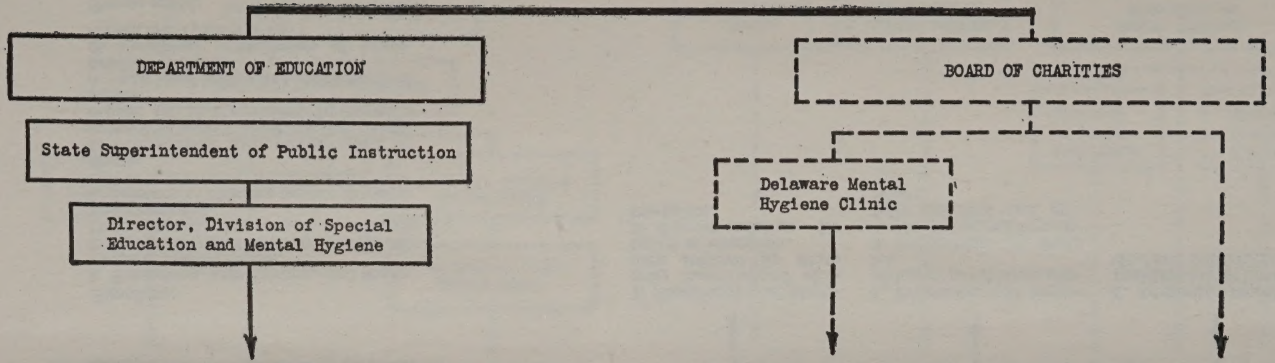
1. Administration of State residential schools for deaf, tuberculous, delinquent, mentally deficient, and epileptic.

Groups served:
Mentally deficient; mentally gifted; blind and partially seeing; deaf and hard-of-hearing; crippled; speech defective; tuberculous and cardiac cases; socially maladjusted.

Cooperating agent: Supervisor of Rehabilitation.

FIGURE 7.

DELAWARE


DEPARTMENT OF EDUCATION
State Superintendent of Public Instruction
Director, Division of Special Education and Mental Hygiene
BOARD OF CHARITIES
Delaware Mental Hygiene Clinic

Functions:
1. Establishment of standards for special classes.
2. Assignment of children to special classes.
3. Reorganization of existing classes.
4. Survey of need for State.
5. Development of State program recently undertaken.
(6. *Planning school mental hygiene program for all children.*)

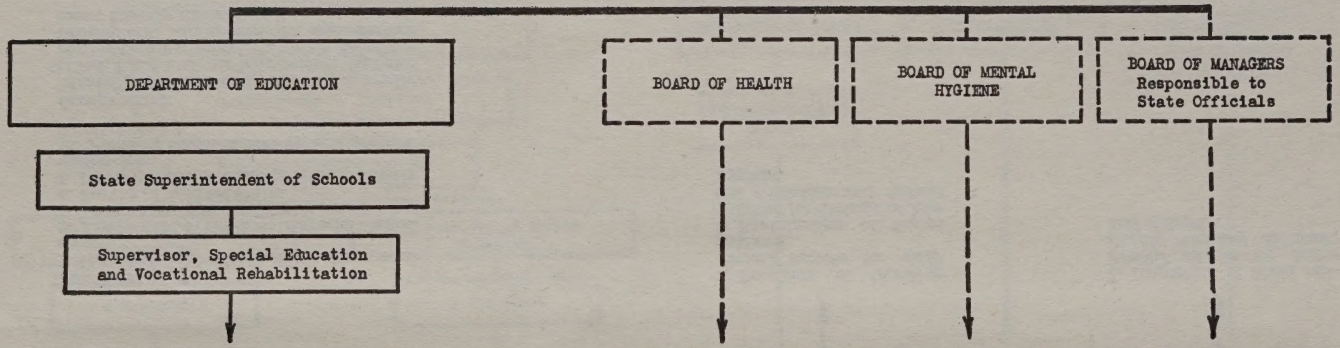
Groups served:
Mentally deficient and retarded; mentally gifted; blind and partially seeing; deaf and hard-of-hearing; crippled; speech defective; tuberculous, malnourished, and cardiac cases; socially maladjusted.

1. Provision of traveling clinical service for child guidance.
2. Examination of school children for division of special education and mental hygiene.

1. Inspection of State residential schools for delinquent, mentally deficient, and epileptic.

FIGURE 8.

MARYLAND


DEPARTMENT OF EDUCATION
State Superintendent of Schools
Supervisor, Special Education and Vocational Rehabilitation
BOARD OF HEALTH
BOARD OF MENTAL HYGIENE
BOARD OF MANAGERS Responsible to State Officials

Functions:

1. Promotion, organization, and supervision of special classes.
2. Organization and supervision of special transportation for crippled children under age of 19.
3. Selection of children (under 19 years) and of teachers for home-teaching programs.
4. Organization and supervision of individual school programs for handicapped children enrolled in regular classes.
5. Individual testing and social study of problem children.

(6. *Vocational rehabilitation of handicapped over 14 years of age.*)

Groups served:

Mentally deficient; partially seeing; hard-of-hearing; crippled; speech defective; cardiac cases; socially maladjusted.

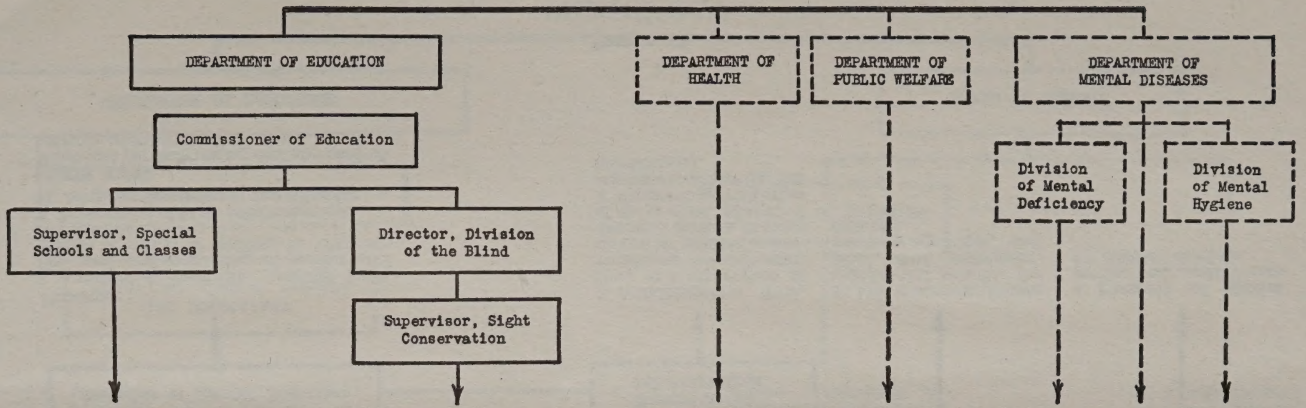
1. Examination of physically handicapped children referred by State board of education.
2. Recommendation for treatment.

1. Promotion and supervision of psychiatric clinics.
2. Supervision of State residential school for mentally deficient and epileptic.

1. Administration of State residential schools for deaf and delinquent.

FIGURE 9.

MASSACHUSETTS



Functions:

1. Promotion, organization, and supervision of special classes.
2. Planning of teacher-training courses (with teachers colleges and university extension division).
3. Placement of deaf and blind children in private residential schools and supervision of their instruction.

(4. *Supervision of office organization and of research and statistics.*)

1. Organization and supervision of sight-saving classes.

1. Supervision of hospitals maintaining schools for tubercular children.

1. Visitation and approval of cases of crippled children for home teaching.
2. Maintenance and supervision of State residential schools for delinquents and of State orthopedic hospital school.

1. Traveling clinical service for schools.
2. Community supervision of mental defectives.

1. Administration of State residential schools for mentally deficient and epileptic.
2. Mental examination of juvenile delinquents.

1. Administration of community child-guidance clinics.

Groups served:

Mentally deficient; mentally gifted; blind and partially seeing; crippled; deaf and hard-of-hearing; speech defective; tuberculous and cardiac cases; socially maladjusted.

Cooperating agent:

Supervisor of Rehabilitation.

FIGURE 10.

MICHIGAN

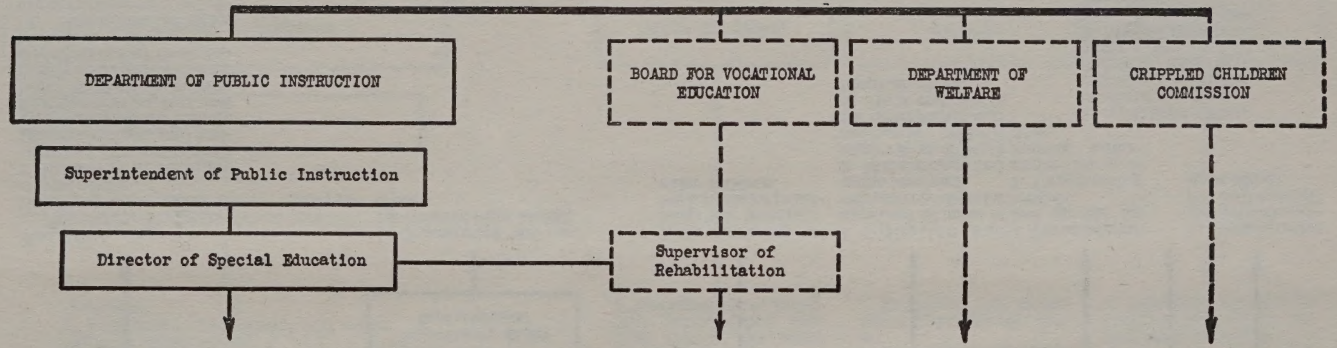
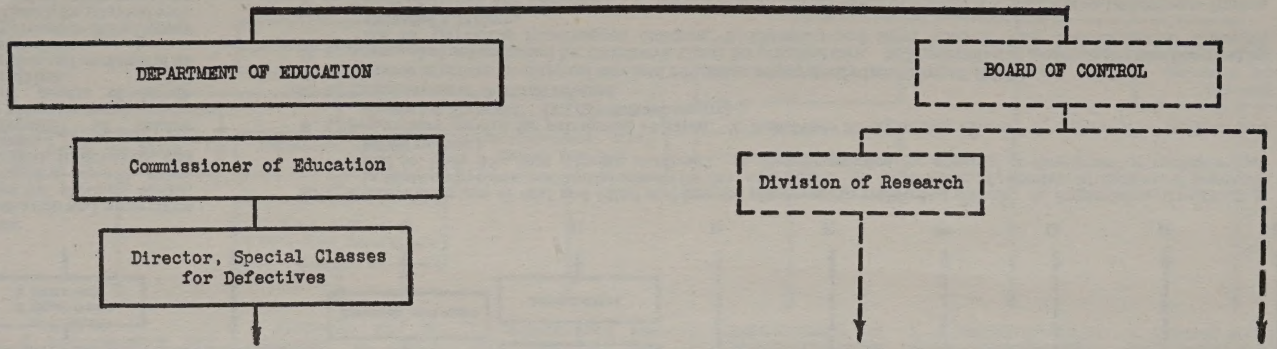

DEPARTMENT OF PUBLIC INSTRUCTION
Superintendent of Public Instruction
Director of Special Education
BOARD FOR VOCATIONAL EDUCATION
Supervisor of Rehabilitation
DEPARTMENT OF WELFARE
CRIPPLED CHILDREN COMMISSION
Functions:
1. Approval of classrooms, building facilities, and transportation; of teachers; of courses of study; of facilities for diagnosis and treatment.
2. Supervision of State reimbursements.
(3. Service as Supervisor of Rehabilitation.)
Groups served:
Blind and partially seeing; deaf and hard-of-hearing; crippled; cardiac cases.
1. Administration, direction, and supervision of vocational rehabilitation service for physically handicapped persons 16 years of age or older.
2. Cooperation with other organizations serving the handicapped.
1. Administration of State residential schools for blind, deaf, delinquent, mentally deficient, and epileptic.
1. Provision of clinical service and medical care for crippled children.

FIGURE 11.

MINNESOTA



Functions:

1. Recommendations regarding organization, management, and instruction of special classes.
2. Checking of teachers' qualifications and class enrollments.
3. Visitation of classes.
4. Allocation of State aid upon basis of standards set.

(5. *Service as Assistant Director, Division of Reeducation and Placement of Disabled Persons.*)

Groups served:

Mentally deficient; blind and partially seeing; deaf and hard-of-hearing; crippled; speech defectives.

Cooperating agent:

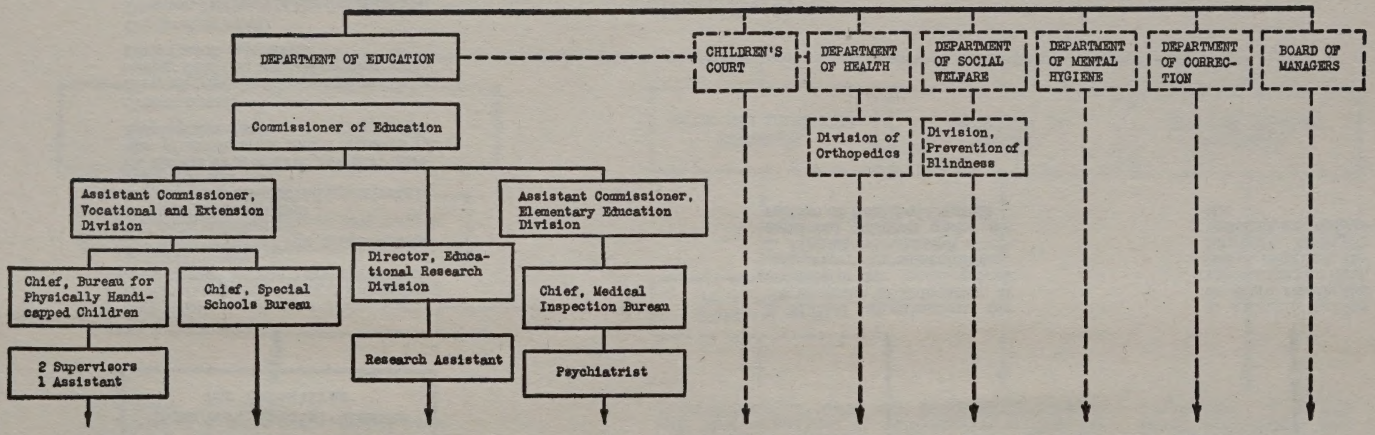
Director, Division of Reeducation and Placement of Disabled Persons.

1. Mental examination for Department of Education of candidates for public-school classes for subnormal children.
2. Mental examination of exceptional children under direction of Board of Control.

1. Administration of State residential institutions for deaf, blind, crippled, delinquent, mentally deficient, and epileptic.

FIGURE 12.

NEW YORK



Functions:

1. Organization and supervision of classes for partially seeing, hard-of-hearing, speech defective, crippled, tuberculous, and cardiac cases.
2. Development of teacher training programs.
3. Annual census of handicapped children.
4. Recording and auditing of all State-aided classes.
5. Report of cases to State Department of Health for physical care.
6. Approval of orders issued by Children's Court for educational program.
7. Arrangement of individual school programs and home training.
8. Report of children over 14 years for rehabilitation.

A. 1. Recommendation of deaf and blind children for placement in residential schools. 2. Supervision of instruction in State and private residential schools for deaf and blind. (3. *Supervision of education of Indians, of prisoners, and in State Merchant Marine Academy.*) (4. *Recommendation for approval or disapproval of correspondence school courses.*)

B. 1. Supervisory service for subnormal children. 2. Assistance in organizing classes. 3. Approval of teachers and classes for State aid. (4. *Educational research.*)

C. 1. Examination of children referred.

D. 1. Issuance of orders for physical care and education of physically handicapped children.

E. 1. Approval of orders issued by Children's Court for physical care. 2. Supervision of medical activities provided by law for physically handicapped children. 3. Direction and supervision of State Reconstruction Home for Crippled Children.

F. 1. Eye examination and treatment. 2. Report of sight-saving cases to Physically Handicapped Children's Bureau for school adjustment. 3. Report of blind cases to Special Schools Bureau.

G. 1. Administration of State residential schools for mentally deficient. 2. Organization and supervision of community child-guidance clinics. 3. Examination of special-class children. 4. Administration of State Psychiatric Institute and Hospital.

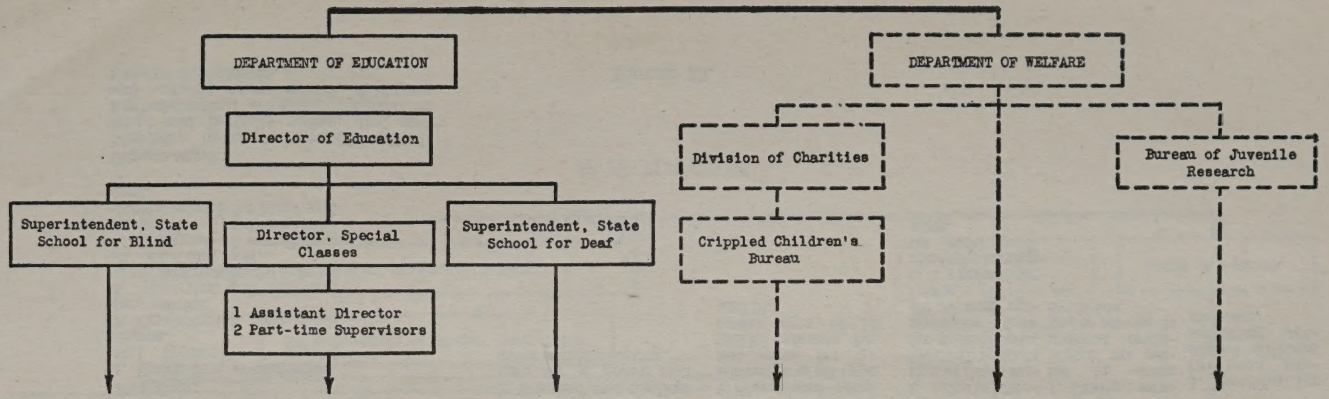
H. 1. Administration of State training schools for delinquents.

I. 1. Administration of State residential school for blind.

Groups served: Mentally deficient; blind and partially seeing; deaf and hard-of-hearing; crippled; speech defective; tuberculous and cardiac cases; socially maladjusted.

FIGURE 13.

OHIO

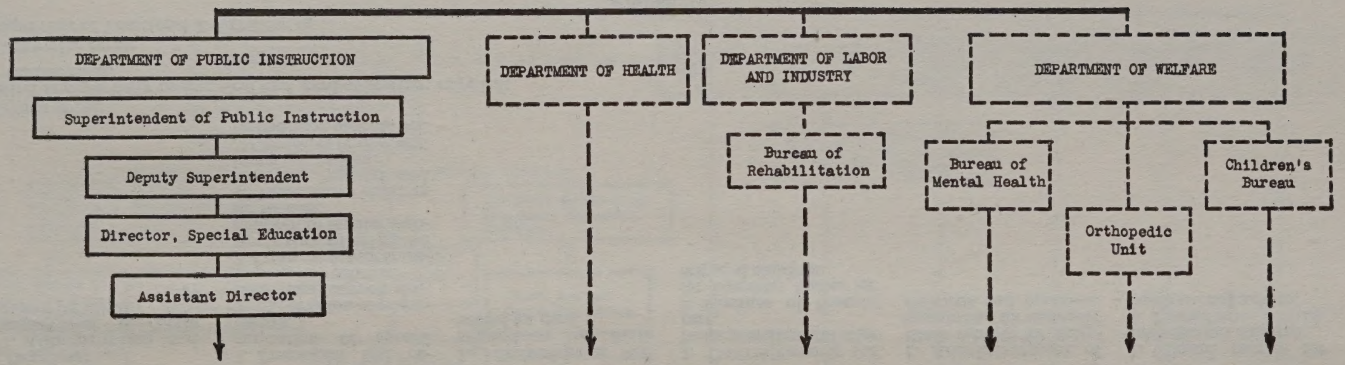

DEPARTMENT OF EDUCATION
DEPARTMENT OF WELFARE
Director of Education
Division of Charities
Bureau of Juvenile Research
Superintendent, State School for Blind
Director, Special Classes
Superintendent, State School for Deaf
Crippled Children's Bureau
1 Assistant Director
2 Part-time Supervisors
Functions:
1. Administration and supervision of State school for blind.
1. Promotion and organization of special classes.
2. Supervision of physically handicapped children in day schools.
3. Arrangement for transportation of crippled children to regular public schools.
4. Visitation of children receiving hospital and home instruction.
5. Control of budget and distribution of subsidies.
1. Administration and supervision of State school for deaf.
1. Commitments for hospitalization and after care.
2. Issuance of licenses for boarding homes for crippled children.
1. Administration of State schools for delinquents and for mentally deficient and epileptic.
1. Clinical service for maladjusted children.
2. Promotional and investigational service.

Groups served:
Blind and partially seeing; deaf and hard-of-hearing; crippled; cardiac cases.

Cooperating agent:
Supervisor of Vocational Rehabilitation.

FIGURE 14.

PENNSYLVANIA



Functions:

1. Promotion, organization, and approval of special classes.
2. Psychological and advisory service.
3. Inspection and approval of private residential schools for blind and deaf.
4. Approval of enrollment in approved private residential schools for blind and deaf.

Groups served:

Mentally deficient; mentally gifted; blind and partially seeing; deaf and hard-of-hearing; crippled; tuberculous and cardiac cases; speech defective; socially maladjusted.

1. Surgical and medical care for crippled and tuberculous children.

1. Vocational rehabilitation of all type not cared for by public schools between ages of 14 and 21.

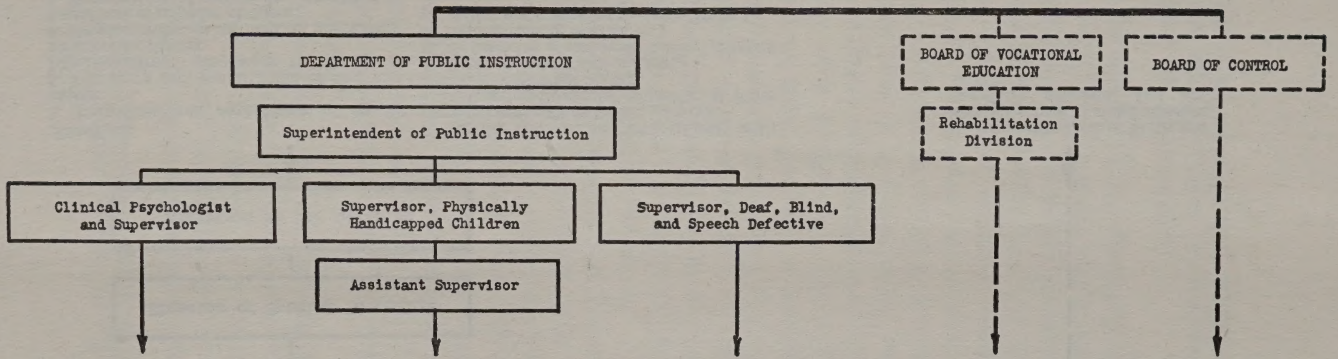
1. Administration of State residential schools for delinquents, mentally deficient, and epileptic.
2. Traveling clinical service for child guidance.

1. Clinical service in areas where no permanent orthopedic service is available.

1. Provision for indigent preschool children requiring special care.

FIGURE 15.

WISCONSIN



Functions:

1. Supervision of schools and classes for mentally deficient.
2. Mental testing.

1. Organization of clinics for crippled children.
2. Supervision of orthopedic schools and classes and of hospital classes.
3. Administration of act providing for medical care for crippled children.

1. Testing for hearing and vision.
2. Supervision of classroom work.

1. Vocational rehabilitation of physically handicapped children over 14 years of age.

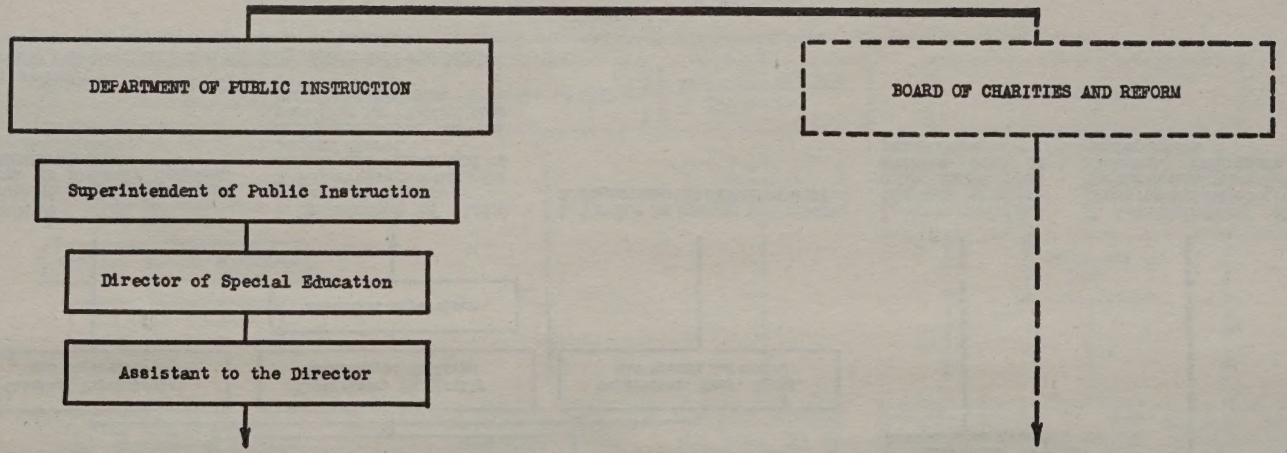
1. Administration of State residential schools for blind, deaf, mentally deficient, delinquent, and epileptic.

Groups served:

Mentally deficient; blind and partially seeing; deaf and hard-of-hearing; crippled; speech defective; cardiac cases.

FIGURE 16.

WYOMING


DEPARTMENT OF PUBLIC INSTRUCTION
Superintendent of Public Instruction
Director of Special Education
Assistant to the Director
BOARD OF CHARITIES AND REFORM

Functions:

1. Promotion and supervision of special classes.
2. Discovery and examination of deaf and blind children; placement in schools of neighboring States.
3. Recommendation for medical and educational care of crippled children.
4. Examination of cases to be committed to State school for mentally deficient.
5. Testing (mental and educational) with remedial suggestions for school work.
6. Instruction in special education at State University summer session.
(7. *Service as rehabilitation agent.*)
(8. *Supervision of state-wide testing program for improvement of instruction.*)
(9. *Assistance in making courses of study.*)

1. Administration of State residential schools for delinquents, mentally deficient, and epileptic.

Groups served:

Mentally deficient; mentally gifted; blind and partially seeing; deaf and hard-of-hearing; crippled; speech defective; tuberculous and cardiac cases; socially maladjusted.

Cooperating agents:

1. State Supervisor for Civilian Rehabilitation.
2. State Supervisor for Blind and Deaf.

FIGURE 17.

IV: WHAT ARE THE IMPORTANT ELEMENTS IN AN ORGANIZATION FOR EXCEPTIONAL CHILDREN WITHIN A STATE DEPARTMENT OF EDUCATION?

On the basis of the ideals discussed in sections I and II of this report and on the basis of the existing organizations depicted in section III, one might propose certain basic principles essential to the maintenance of a complete coordinated program for exceptional children which is applicable to State conditions. These are intended to be only suggestive. There may be a difference of opinion with regard to some of them. In any case it is hoped they will provoke thought on the part of State educational authorities in the development of their own programs. One of the chief dangers against which we must guard is a laissez faire policy. State functions are sometimes permitted to develop in a haphazard fashion in one or another division of the State government, until one finds those that logically belong together scattered far and wide without any attempt to coordinate the services of the agencies responsible for them.

An effective State organization for the education of exceptional children can be attained only when there is thorough understanding of the problems involved on the part of those responsible for meeting them, whole-hearted cooperation among all the agencies contributing to the end result, and adequate facilities for carrying on the work. If these conditions are realized in the State of X, then the following 10-point program may be indicative of the organization that will prevail there:[9]

1. The responsibility for the administration and general supervision of educational facilities for all groups of exceptional children is delegated to a centralized educational authority, represented by the director of a division of special education in the State department of education.

[9] See also White House Conference report on Special education: the Handicapped and Gifted, pp. 583–593. (Section on Organization, Administration, and Supervision.)

2. The person who fills this position presents the following qualifications: (*a*) general educational and psychological background; (*b*) thorough familiarity with educational objectives, curricular needs, and methods for all children; (*c*) intensive professional training in psychology and education of exceptional children; (*d*) understanding of clinical practice and of interpretation of clinical diagnoses; (*e*) successful teaching and supervisory experience; (*f*) administrative ability. Needed specialized or technical assistance is given him in carrying on the State-wide program.

3. Side by side with the educational authority which is responsible for the school life of the child stand other State departments and agencies which render valuable service, as well as private agencies interested in exceptional children. A coordinated program is worked out which prevents duplication of effort and through which each of the agencies concerned makes the contribution in keeping with its special field. Among these agencies may be the department of health, the department of public welfare, the bureau of vocational rehabilitation, and other bodies concerned with the social welfare and health of children.

4. "Coordination" means active cooperation, willingness to understand one another's problems, discussion of common problems looking toward mutually satisfactory solution, delegation of responsibility where it belongs, and the interest of each agency in the progress of the total program. A State coordinating council, composed of representatives of the various agencies involved, offers the best opportunity for participation of each one in matters of common concern.

5. The program thus developed includes consideration of and provision for every type of exceptional child, including the various groups of physically handicapped, the mentally deficient, the mentally gifted, and the socially maladjusted.

6. The whole child is the object of care, with his physical, mental, and spiritual needs; with his academic, social, and vocational problems. No one of these aspects of his life is given undue emphasis, nor is any one of them relegated to a position of neglect.

7. The program, therefore, involves clinical, instructional, and social service for the exceptional child. Each contributing agency has much to give in one or more of these fields.

8. The specific services performed include the following: Periodic census of handicapped children; organization and maintenance of clinics for psychological and medical diagnosis and treatment; specialized preparation of teachers; establishment of standards; advisory and promotional help; supervision of instruction; administration of State funds allocated to special education.

9. Special attention and aid are given to towns and rural communities, since city districts are more frequently able to care for their own problems. The rural community is the State's peculiar responsibility.

10. The common objective toward which all cooperating agencies are working is to lead the child into the more abundant life in which he will realize his greatest capacities and live happily as a contributing member of a social world.

Such an organization as this does not grow up overnight. It is more likely to be the result of a process of growth over years of time. But the goal will never be achieved if first steps are not taken toward its realization. An incomplete program is better than none at all. Yet the vision of a final plan that is adequate and logical should be consistently held in mind as we work toward the goal. If the needs of exceptional children are sincerely recognized as a vital concern of the State department of education, progress in the development of the program will be sure (though it may be slow) until it approximates an organization that reaches out its hands of service with a well-balanced, well-coordinated plan for all who come within its scope.

EDUCATION OF EXCEPTIONAL CHILDREN

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1. EDUCATION OF EXCEPTIONAL CHILDREN
   Bulletin, 1933, No. 2. Biennial Survey of Education in the United States, 1931–32, chapter VI. 10¢.
   Bulletin, 1931, No. 20. Biennial Survey of Education in the United States, 1928–30, vol. I, chapter XI. 10¢.
2. TEACHERS' PROBLEMS WITH EXCEPTIONAL CHILDREN
   Pamphlet No. 40, I. Blind and Partially Seeing Children. 5¢.
   Pamphlet No. 41, II. Gifted Children. 5¢.
   (Other pamphlets in this series to follow)
3. ORGANIZATION FOR EXCEPTIONAL CHILDREN WITHIN STATE DEPARTMENTS OF EDUCATION
   Pamphlet No. 42.
4. GROUP ACTIVITIES FOR MENTALLY RETARDED CHILDREN—A SYMPOSIUM
   Bulletin, 1933, No. 7 (in press).
5. ADJUSTMENT OF BEHAVIOR PROBLEMS OF SCHOOL CHILDREN
   Bulletin, 1932, No. 18. 10¢.
6. PARENTS' PROBLEMS WITH EXCEPTIONAL CHILDREN
   Bulletin, 1932, No. 14. 10¢.
7. OPPORTUNITIES FOR THE PREPARATION OF TEACHERS OF EXCEPTIONAL CHILDREN
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8. PUBLIC SCHOOL EDUCATION OF ATYPICAL CHILDREN
   Bulletin, 1931, No. 10. 25¢.
9. THE SPEECH DEFECTIVE SCHOOL CHILD
   Bulletin, 1931, No. 7. 10¢.
10. SPEECH DEFECTS AND THEIR CORRECTION
    Pamphlet No. 22, 1931. 5¢.
    (For teachers, parents, and pupils)
11. SCHOOLS AND CLASSES FOR DELICATE CHILDREN
    Bulletin, 1930, No. 22. 20¢.
12. EDUCATION OF CRIPPLED CHILDREN
    Bulletin, 1930, No. 11. 20¢.
13. SPECIAL SCHOOLS AND CLASSES IN CITIES OF 10,000 POPULATION AND MORE IN THE UNITED STATES
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14. THE HARD-OF-HEARING CHILD
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